



May 3, 1977

NUMBER 5030. 57

ASD(ISA)

## Department of Defense Directive

SUBJECT Special Warnings to Mariners

Reference: (a) Memorandum of Understanding Between the Departments of State, Defense, Commerce, and the Central Intelligence Agency With Respect to Special Warnings to Mariners (enclosure 1)

### A. PURPOSE

This Directive provides guidance and policy and assigns responsibilities concerning the warning to U.S. mariners of potential political/military hazards affecting U.S. shipping. It implements the DOD responsibilities contained in reference (a).

### B. APPLICABILITY AND SCOPE

1. The provisions of this Directive apply to the Office of the Secretary of Defense, the Departments of the Army and the Navy, the Organization of the Joint Chiefs of Staff, the Defense Intelligence Agency, the National Security Agency, the Defense Mapping Agency, and the Unified and Specified Commands, hereafter referred to as "DOD Components."

2. The provisions of this Directive shall not abrogate the policies, procedures and responsibilities of the DOD Components for the administration and support of the Notice to Mariners System.

### C. DEFINITIONS

1. U.S. Mariners. Crewmembers of merchant ships, research vessels, offshore oil rigs, fishing boats and yachts, as well as personnel on all U.S. naval ships, Army vessels and other Government-owned ships.

2. Notice to Mariners. A weekly publication originated by the Defense Mapping Agency Hydrographic Center (DMAHC) advising mariners of important matters affecting navigation safety, including new hydrographic discoveries, changes in channels and navigation aids, etc. It is primarily designed to

simplify corrections of charts and nautical publications aboard ships.

3. Radio Navigation Warnings. Urgent information, promulgated by radio, affecting the safety of navigation; such as dangerous wrecks, information concerning aids to navigation, and any other imminent danger to marine navigation.

4. HYDROLANT/HYDROPAC. U.S. radio Navigation Warnings, originated by DMAHC for the Atlantic Ocean, Mediterranean Sea, Caribbean Sea, Gulf of Mexico and contiguous areas (HYDROLANT) and the Pacific Ocean, Indian Ocean and contiguous areas (HYDROPAC). These warnings are broadcast twice daily by radio telegraph to merchant ships and by radioteletype to U.S. naval ships via U.S. Navy and Coast Guard radio stations.

5. Special Warnings. A limited series of urgent warnings, approved by the Department of State and disseminated by DMAHC, which promulgate official Government proclamations affecting navigation and political/military incidents that could develop into direct threats to the safety of U.S. mariners. Special Warnings are disseminated by the same method and means as HYDROLANT/HYDROPACs.

#### D. POLICY

The implementation of DOD responsibilities for Special Warnings to U.S. mariners shall be in accordance with the guidelines and criteria set forth in the Memorandum of Understanding (enclosure 1).

#### E. RESPONSIBILITIES

The Heads of all DOD Components shall:

1. Promulgate internal procedures whereby information germane to the safety of U.S. mariners is made available to the Department of State by the most expeditious means.

a. In the case of intelligence source material, information should be communicated to the Department of State, Bureau of Intelligence and Research (INR).

b. For all other (non-intelligence) source material, the Department of State Operations Center should be contacted.

c. The National Operations Intelligence Watch Officers Net (NOIWON) should be utilized whenever circumstances permit.

d. Record communications forwarding information within the context of the above will be prefaced with "Mariner Warning Information" to aid in alerting interested parties.

2. Provide the Department of State, Office of Maritime Affairs, on a continuing basis, the names, codes and telephone numbers of those

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individuals designated within their respective agency as the point of contact for Special Warning matters. The Office of Maritime Affairs, Department of State, will coordinate the interagency flow of information pertaining to Special Warnings.

F. EFFECTIVE DATE AND IMPLEMENTATION

This Directive is effective immediately. Forward two copies of implementing regulations to the Assistant Secretary of Defense (International Security Affairs), ATTN: Director, Policy Plans & NSC Affairs, within 90 days.



Deputy Secretary of Defense

Enclosure - 1  
Memorandum of Understanding

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## DEPARTMENT OF STATE .

Washington D C 20520

Memorandum of Understanding Between the Departments of  
State, Defense, Commerce and the Central Intelligence  
Agency with Respect to Special Warnings to Mariners

ARTICLE IHistory of Special Warnings

With the onset of World War II (1939) , the U.S. Government found it necessary to institute a procedure to disseminate quickly to all ships at sea certain political information relevant to ship operations. Officials from the Departments of State, Navy, and the Maritime Administration decided the best way to do this was to establish a type of Notice to Mariners called a Special Warning. The State Department would draft the Special Warning message. The Navy would then approve the message and have its Hydrographic Office broadcast it to all ships at sea. No interagency agreement was signed confirming these procedures. The use of the special warning system was discontinued at the end of World War II. However, in May, 1948, special warning procedures were reinstated under the same basic guidelines established in 1939. Since 1948, 45 Special Warnings have been issued.

ARTICLE IIStatement of the Problem

Events surrounding the capture of the SS MAYAGUEZ in May, 1975, revealed that not every government agency having an interest in this incident knew either about maritime warning procedures or about agency responsibilities for the issuance of Special Warnings to Mariners. In addition, the Comptroller General of the United States investigated the mariners warning aspect of the MAYAGUEZ capture and submitted a report, "System to Warn U.S. Mariners of Potential Political/Military Hazards: S . S . MAYAGUEZ, A Case Study" , dated February 11, 1976, to the Subcommittee on International Relations, U.S. House of Representatives . In the report, the

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Comptroller General noted, inter **alia**, that the State Department has the primary responsibility for issuing Special Warnings. Furthermore, the Comptroller General recommended that the Department of State "enter into formal interagency agreements which set forth responsibilities together with the criteria and guidelines." The Department, in its response to the report, supported the recommendation and indicated its willingness to formalize an interagency agreement.

### ARTICLE III

#### Guidelines/Criteria

The Office of Maritime Affairs within the Department of State is the governmental office which acts upon information received from a variety of sources to determine whether or not a Special Warning message should be issued. In acting upon this information, the Office has the option **of** drafting a Special Warning message, approving the text of a Special Warning message drafted by another agency, or, determining that the circumstances do not justify the issuance of a Special Warning message. If the latter determination is made, the Office will so inform interested parties. In such instances, the Office of Maritime Affairs, or any other government agency, may recommend to the Defense Mapping Agency Hydrographic Center (**DMAHC**) that the information be disseminated in a HYDROLANT/HYDROPAC or the Notice of Mariners as appropriate.

The Department of State considers that a Special Warning message is warranted when incidents are reported which could develop into a direct threat to the safety of U.S. mariners. Such incidents could include, but not be limited to, political developments in a country whose forces **could** pose such a threat, actual declaration of hostilities orders by one or more countries to seize contraband, certain new or expansive territorial sea claims or temporary closure of sea areas, seizure or harassment of certain **vessels, or** other incidents at sea. In evaluating the situation, the Office takes into consideration such factors as the diplomatic relations of the concerned nation and patterns of hostile acts. Throughout this decision process, the paramount criterion is whether a threat **exists to the safety** of U.S. mariners.

ARTICLE IV

Responsibilities

General

All Agencies --

- (1) will make available to the Department of State by the most expeditious means information received which is germane to the safety of U.S. mariners. In the case of intelligence source material, the information should be communicated to the Department of State, Bureau of Intelligence and Research. In all other cases (non-intelligence source material) , the Department of State Operations Center should be contacted. The National Operations Intelligence Watch Officers Net (NOIWON) should be utilized whenever circumstances permit;
- (2) will preface records communications transmitting Information within the context of (1) with the caption: "Mariner **Warning** Information" in order to aid in the alerting of interested parties; and
- (3) will ensure that the Department of State, Office of Maritime Affairs is notified on a continuing basis of those individuals designated in the respective agency as the point of contact on Special Warning matters. The Office of **Maritime** Affairs will, in turn, coordinate the interagency flow of information on this matter.

Specific

Department of State --

- (1) through its Office of Maritime Affairs, has the primary responsibility for ensuring the issuance of a Special Warning to mariners;
- (2) will promulgate internal procedures which:
  - (a) clarify and support the responsibility of the Office of Maritime Affairs; and

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- (b) ensure that the **Bureau** of Intelligence and Research (State) is the recipient of information which is considered germane to special warning matters and which is generated within the intelligence community, especially CIA, DIA, NSA, and **NOSIC**;
- (3) will inform the relevant diplomatic post(s) when a Special Warning is issued;
- (4) will inform the Department of Commerce (Maritime Administration) early in the decision process of any situation that may warrant the issuance of a Special Warning and which could involve U.S . flag merchant shipping; and
- (5) will, prior to approving the issuance of a Special Warning, secure the release of or "sanitize" whatever classified information is in the warning.

Department of Defense --

- (1) will promulgate procedures which:
  - (a) ensure that the National Military Command Center, DIA, NSA, and NOSIC will notify the Bureau of Intelligence and Research (State) and/or State Operations Center, as appropriate, of any information that may warrant the issuance of a Special Warning;
  - (b) ensure that the Defense Mapping Agency Hydrographic Center (DMAHC) expeditiously broadcasts the Special Warning as prepared or approved by the Department of State;
  - (c) ensure that the DMAHC distributes copies of Special Warnings to interested agencies and passes on a continuing basis to the Maritime Administration receipt of acknowledgment messages generated by the Special Warning; and

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- (d) ensure that the Joint Chiefs of Staff advise overseas military commands of relevant Special Warnings.

C. I.A. --

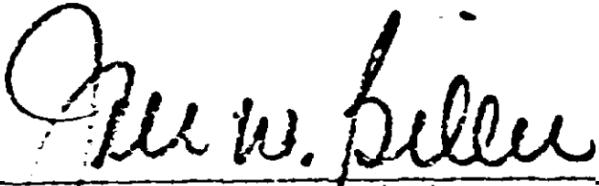
- (1) will establish procedures for informing the Bureau of Intelligence and Research (State) of any information considered relevant to the safety of U.S. mariners.

Department of Commerce --

- (1) will promulgate procedures which:
  - (a) provide for the filing of U.S. flag merchant vessel location information, with **NOSIC**, by all such vessels engaged in foreign commerce;
  - (b) provide the **DMAHC** current telegraphic and mailing addresses of owners/operators of U.S. flag merchant vessels engaged in foreign commerce;
  - (c) in coordination with **NOSIC** and **DMAHC**, follow up Special Warnings and verify receipt by and acknowledgment of the message by U.S. flag merchant vessels in the affected area;
  - (d) inform the Office of Maritime Affairs (State) on a continuing basis of the progress of the follow-up; and
  - (e) provide specific **U. S.** flag merchant **shipowners** with information concerning Special warnings when issued in order to achieve the fastest communications with U.S. flag shipping in the affected area.

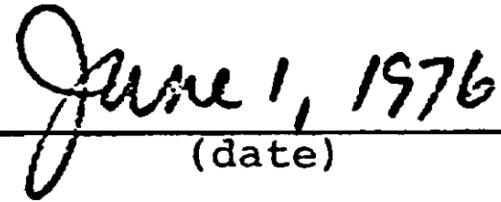
ARTICLE V

This Agreement will be subject to review or revision at such time as any party so desires.



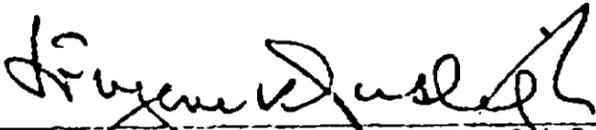
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Joel W. Biller  
Deputy Assistant Secretary for  
Transportation, Telecommunications  
and Commercial Affairs  
Department of State

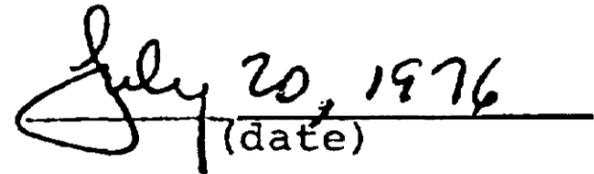
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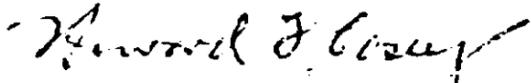
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Eugene V. McAuliffe  
Assistant Secretary for Inter-  
national Security Affairs  
Department of Defense

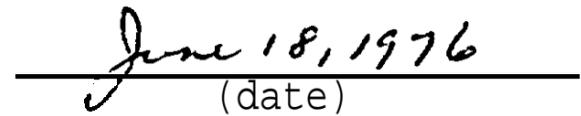
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Robert J. Blackwell  
Assistant Secretary for  
Maritime Affairs  
Department of Commerce

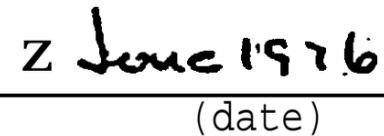
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Sayre Stevens  
Deputy Director for Intelligence  
Central Intelligence Agency

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